

A. INTRODUCTION

1. Tillamook's Comprehensive Plan

This is the City of Tillamook's Comprehensive Plan. Think of it as our community's map to the future. It describes:

- 1) where we are today,
- 2) where we want to be tomorrow, and
- 3) how we plan to get there.

A plan of many parts

As the term "Comprehensive" suggests, this Plan covers a wide variety of topics:

Citizen Involvement and Visioning,
Community Development,
Natural and Historic Resources,
Natural Hazards,
Public Facilities,

Population,
Housing,
Economic Development, and
Urban Growth,
Land Use.

Although they may seem quite different, these topics all share one thing in common: they are forces and factors that determine how our community will grow and develop.

This Plan is based on the idea that the City of Tillamook can influence these forces and factors to shape the community it wants, and thereby can grow efficiently and effectively. Of course, the City doesn't have complete control over these forces. For example, the City can't compel a certain number of new jobs to be created each year. But the City can plan and zone land for new businesses, and new residential growth, in areas free from conflicts with other land uses, with good access and suitable public services like sewers and water. The City can prepare for growth and development in our community through this Plan.

In doing such planning, the City makes policy choices. It chooses to encourage new businesses in the City. It chooses to direct them toward certain areas in the City. It chooses to provide appropriate infrastructure in those areas. Such choosing means the Plan is a statement of what the community **wants**, not a prediction or forecast of what must be but what it may potentially become. It is based on the assumption that we can shape our future in relationship to the community's visions and future predictions.

"The future" covered by the City Comprehensive Plan is the period from 2010 to 2030. In this Plan certain accommodations for the future, future growth and development, are



Welcome sign on U.S. Highway 6. Source: ONHW

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made. For example, the Urban Growth Boundary established by this Plan is designed to contain enough vacant land to accommodate the residential, commercial, and industrial development Tillamook expects over the next two decades.

It's the law!

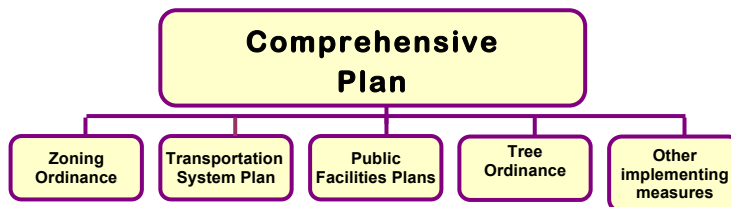
The Comprehensive Plan was adopted as an ordinance by Tillamook's City Council. It thus is a law, with the same force and effect as other city ordinances. In fact it prevails and guides other ordinances like the zoning ordinance.

In other places and other times, comprehensive plans often have been vague statements of aspiration. As soon as they were written, they got put on a shelf, to gather dust and never be read again. This is not one of those plans! Tillamook's Comprehensive Plan is an active, legally enforceable statement of city policies. When any land in Tillamook is to be developed or divided, the first question should be, "Is the proposed action consistent with the City of Tillamook Comprehensive Plan?"

Putting the Plan into effect

The Plan does not stand-alone. It states Tillamook's general policies on land use, visioning, citizen involvement, community growth and development. Other "implementing ordinances" provide the details and procedures needed to put those policies into effect. The Zoning Ordinance, for example, specifies standards and procedures for deciding where different types of development may occur. The Tree Ordinance identifies the types of trees allowed in the public Right-of-Way (R.O.W.). and specifies the criteria necessary to plant and remove trees in the public R.O.W. within the City.

The relationship between a plan and its implementing ordinances is important. The key point is simply this: the Plan is the controlling document. That is, the Plan determines what types of implementing ordinances are needed and how they should work. In case of conflict between the Plan and an implementing ordinance, the Plan prevails. Implementing ordinances are subordinate to the plan, as illustrated in the following diagram:



It's more than a map!

Many people think of a city's plan as just a map showing areas where different types of development may occur in the future. Tillamook's Comprehensive Plan contains such a map, but there's a lot more to the Plan than that. The Plan Map shows how various parts

of the city are designated for residential, commercial, industrial, and public use. It also shows the location of Tillamook's Urban Growth Boundary and of "urbanizable lands" where future annexations and urban development are expected to occur. But the map is only a general guide to show where different types of development may occur. The crucial details are found in the text and policies of the plan. It therefore is essential to consider **both** the Comprehensive Plan Map and the Comprehensive Plan Text when making decisions about growth and development in the City of Tillamook.

Each chapter of this Plan **contains several** with sets of statements. The first contains the City's goal. A goal is the broad statement of the community need, here based on each chapter. For instance, the City's Transportation Goal is "To provide and encourage a safe, convenient and economical transportation system." This is followed by a set of statements containing one or more "Objectives". Objectives are more specific expressions that break down the community's goals so the goals are more detailed for the subject addressed, and are steps the City can take to realize its goals in that chapter. Objectives are designed to complement the next set of statements; policies. The third set of statements is for each of the objectives and contains "Policies" or "Implementing Policies". These policies are specific measures for achieving each of the chapter's goals and objectives. For example, in Chapter 3, on citizen involvement, one of the objectives states: "To have a broad base of citizen involvement in planning studies, decision making, and plan implementation." Following that statement are a number of policies on how the City will accomplish that objective. Sometimes these are the "implementing" policies because they are the last set identified to accomplish the objectives and meet the goal. However, a fourth set, if necessary, after, each policy, contains implementing procedures or recommended actions, which describe how the City will carry out and can achieve each of the policies. Sometimes, if there are a number of topics and sections in the chapter, the goal, objectives, implementing policies, and implementing procedures follow each section of the chapter.

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The local Comprehensive Plan's link to the state

Every city in Oregon has a comprehensive plan. State law requires it. And the state sets broad standards for those plans in the form of 19 statewide planning goals and various administrative rules and statutes. All local plans, including this one, are reviewed under those state standards by Oregon's Land Conservation and Development Commission (LCDC) or the commission's staff, the Department of Land Conservation and Development (DLCD). Tillamook's plan thus is the product of a state-local partnership. It reflects both local and state interests.

After a plan has been reviewed and found to meet state standards, it is said to be "*acknowledged*." That's planning shorthand for "*acknowledged to be in compliance with Oregon's statewide planning goals*." Acknowledgment is important, because it means **Tillamook's acknowledged Comprehensive Plan - not state law - is the controlling document for all land use decisions made within the City's jurisdiction.**

For example, if someone raises a question about density of development in one of Tillamook's residential zones, the answer is not determined by state law. The answer is determined by the provisions of Tillamook's acknowledged Comprehensive Plan and the implementing ordinances of the plan, such as the Zoning Ordinance.

How plans are revised

Communities change, and as they change, their plans change, too. A plan can be changed a little **or a lot**, with a "plan amendment," with "periodic review." Plan amendments usually involve only a few properties or one or two strategies in the plan. There's no set schedule for making plan amendments: they're proposed as needed. In contrast, a periodic review is a major reevaluation and update - an overhaul of the entire plan. Such reviews are generally done every five to fifteen years in a schedule determined jointly by the state Department of Land Conservation and Development and the local government.

If a reevaluation and update of this Plan is needed before the time scheduled for periodic review, a post-acknowledged plan amendment (PAPA) is required. This post-acknowledged plan amendment ensures that the City's Comprehensive Plan is kept up-to-date and consistent with the State Goals.

Plan amendments and periodic reviews both are very public processes. Citizens must be notified of any proposal to change the Plan; they must have an opportunity to comment on such a proposal in a public hearing; and the State's Department of Land Conservation and Development must be notified, too. Section F, Revisions and Implementation, of this Plan lays out the policies and procedures to revise this Plan. A lot of energy and time has been invested in the Plan, and much of that investment is lost if this Plan is not kept current. Specifically, revising the Plan is discussed further in Chapter 13.

Origins of the Plan

In 1981 the Tillamook City Council and the Tillamook City Planning Commission, prepared the city's first Comprehensive Plan. This is also referred to as the Plan in these chapters. The work was designed to address local needs and concerns and to meet Oregon's statewide planning goals.



For this process technical information and base data were compiled, developed and analyzed and issues and opportunities were identified. The City Comprehensive Plan is based on the originally prepared 1972 General Plan. Development of the Comprehensive Plan was accomplished through an open process of citizen involvement and was coordinated with affected agencies where appropriate. The Comprehensive Plan describes the City of Tillamook's intentions for future development and indicates desired patterns of land use and traffic circulation and plans for the location and development of

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community facilities. The Plan has been updated since its inception, of course, to include more recent information on those topics, as described in the following chapters.

In the process of updating the Tillamook City Comprehensive Plan each State goal was analyzed as to its applicability to the community. The goals represent State laws, which are flexible in nature to the extent that a community must interpret their validity to the local situation. These relevant statewide goals include the following 19 goals: 1) Citizen Involvement, 2) Land Use Planning, 3) Agricultural Lands, 4) Forest Lands, 5) Natural Resources, Scenic and Historic Areas, and Open Spaces, 6) Air, Water, and Land Resources Quality, 7) Areas subject to Natural Disasters and Hazards, 8) Recreational Needs, 9) Economic Development, 10) Housing, 11) Public Facilities, 12) Transportation, 13) Energy Conservation, 14) Urbanization, 16) Estuarine Resources, 17) Coastal Shorelands, 18) Beaches and Dunes, and 19) Ocean Resources. The City has exercised the local right to prioritize the goals in order to guide the City of Tillamook in those broad land use propositions that make a good Oregon community. Adoption of the Plan commits the City to carry out each recommendation or policy statement. It further puts the City on record as having recognized the validity of the recommendations of and the decisions or actions they imply. In each section of this Plan, the pertinent State Goals shall be identified.

The Plan describes the goals, the objectives, policies, implementing procedures/recommended actions and standards adopted as set by local officials, to meet the Statewide Planning Goals. It also provides a framework for an ongoing planning program. It is composed of policies and recommendations on future actions to be taken to guide the development of the City. The policies and recommendations vary in their scope and implications. Some call for immediate action; others call for detailed study aimed at developing more specific recommendations. Citizens and developers can look to the Comprehensive Plan as a statement of intent for public officials for the development of Tillamook. City and County officials will also look to the plan in administering all applicable ordinances, such as zoning and subdivision regulations.

Tillamook's Comprehensive Plan was reviewed and updated in 1982, acknowledged by the State in 1984, and the City completed a periodic review in 2003, in accordance with state law (ORS 197.628 – 197.636). In a letter to the City dated July 16, 2003, DLCD notified the city that it had successfully completed all of the tasks specified in its work program for periodic review.

The entire plan should be considered as **(1)** a body of technical information about the City of Tillamook Area, our assessment of that and findings of fact to support what we feel from that data analysis and prioritizing of goals, **(2)** a statement of desired goals, objectives and policies of the Tillamook residents, and **(3)** a set of recommended actions to reach the goals and resolve issues and problems uncovered by the analysis, and, **(4)** an appendix of supporting documents.

Those who must make decisions affecting the people of Tillamook shall use the Comprehensive Plan as a basic reference and guideline.

The City has amended its plan several times outside of the above reviews. Such plan amendments are actions separate from periodic review and conducted under a different process, governed by ORS 197.610 – 197.625. Key plan amendments adopted by the City of Tillamook are summarized in the following table:

Table 2-1: Key Plan Amendments Adopted by the City of Tillamook		
Date of Adoption	Ordinance/Resolution	Subject
April 1972		Adoption of the City General Plan Text and Map
October 17, 1978	Resolution #919	Amendment of General Plan Text and Map
January 7, 1981	Resolution #991	Adoption of original Comprehensive Plan
December 19, 1983	Resolution 1057	Amends Comprehensive Plan relating to coastal shorelands
May 21, 1991	Ordinance 1114	Adoption of the City Comprehensive Plan
November 3, 2003	Ordinance #1187	Adoption of the City Transportation System Plan
April 17, 2006	Ordinance #1208	Adoption of the City Transportation Refinement Plan

2. History of the City of Tillamook

In its early years, Tillamook, the first community to be settled in the county, bore the names Lincoln and Hoquarton, the latter believed to be a Native American Indian name



View of Tillamook looking west in 1900's

meaning "the landing." From the "K'Elamuck" Tribe, also known as the "Elam" Tribe, the City's name was eventually changed to Tillamook, a derivative of the K'Elamuck Native American Indian word translating to "land of many waters."

The first white settler in the vicinity was Joseph Champion, who came in 1851 and made his home in a hollow spruce tree he called his "castle." Within months other settlers came – all bachelors.

Tillamook became an incorporated city in 1891. The first County Courthouse and City Hall were erected in the early 1890s. Both the City Hall and County Courthouse have been relocated since that time. Tillamook's history will be discussed further in the Historic Resources section. By 1920, the City of Tillamook had a growing population of 1,964 residents.

The City of Tillamook is located in the northwest part of Oregon near the Pacific Ocean. The City is approximately 70 miles west of Portland and an equal distance south of Astoria. Within the surrounding Tillamook City area are the floodplains and lower reaches of the Wilson, Trask, and Tillamook Rivers; the rich agricultural lowlands; and the forested foothills of the Coast Range with an opening to Tillamook Bay to the northwest.

The climate of the Tillamook area is typical of western Oregon with mild winters and moderate summers. As in other coastal areas, precipitation is heavy, over 90 inches per year, with about 70 percent occurring in November through March. Dairy fields, floodplains and forest lands surround the City's Urban Growth Boundary. The general climate characteristics also allow the area to participate in the growing attraction of the recreation and tourist industry to the beauties of the Oregon coast.

Today, Tillamook's City Hall is located at 210 Laurel and occupies the former Tillamook Post Office, which moved to a new facility on First Street in 1986. The building is listed on the National Register of Historical Places. It opened as a post office in 1925. In 1943, as part of a national public works program, the U.S. Treasury Department commissioned native Tillamook resident Lucia Wiley to paint a mural on one inside wall of the building. It is entitled "The Landing of Captain Robert Gray in 1788."

History of Land Use in the City of Tillamook

View of Tillamook looking north in 1900s, Tillamook, 1905 Courthouse on the upper right



Land use in the City of Tillamook has evolved with the development of different modes of transportation. The Native American Indians who lived there before white settlers arrived called the City "Hoquarton", and during the late nineteenth century and early twentieth century, business in Tillamook was carried out along streets abutting Hoquarton Slough, where boats

carrying supplies could land to load and unload cargo. The lumber mills also ran alongside the slough. Sparse urban development extended south to about Sixth Street. The Highway 101 Bridge crossing the slough was built in 1931 by the Clackamas Construction Company.

By the mid-twentieth century, Hoquarton Slough, the existing lumber mill, and the Trask River generally defined the City's limits to the north, east and west respectively.

At the time of the development of the first City Comprehensive Plan in the early 1980's, Hoquarton Slough continued to define the northern border on that part of the City west of U.S. Highway 101, Dougherty Slough for a moment defined the northern border of town on 101, but was quickly replaced with Wilson River determining the northern boundary.

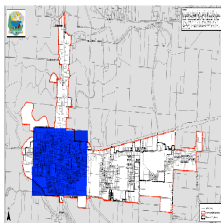
In general, State Highway 6 helped determine where the northern border and Urban Growth Boundary was located on that part of town east of 101. The Trask River continued to define the City limits on the west side, and Marolf Loop Road on the east side. The area, across the Trask River, once in the southwest corner of the City Limits was determined to be rural land and could not be efficiently served by public facilities. This land remains rural and was excluded from the UGB. Public hearing testimony was received by the City Council involving the inclusion of the Citadel property, east of town, into the Urban Growth Boundary. It was determined that adequate need was not shown through population and land use statistics for inclusion of the property into the Urban Growth Boundary. It was decided that the area would be considered in regard to future urban development in conjunction with eastward expansion of the City Limits. Adequate findings for goal compliance must be reviewed and accepted by the City prior to revision of the urban growth boundary for the Citadel property.

View of Tillamook looking east on First Street in 1900

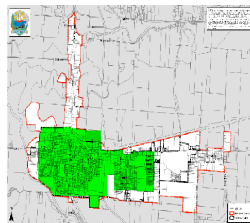


Further adjustments were made to the shape of the City by the late twentieth century. Property along U.S. Highway 101 north to the Wilson River was annexed into the City, areas of farmland once in the City Limits were withdrawn from the City at the time of the last Periodic Review. The following maps show the City's development over the past 60 years.

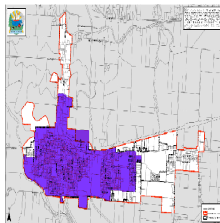
City Limits – 1950



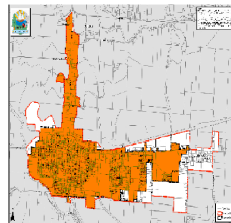
City Limits – 1960



City Limits – 1980



City Limits – 2005



(Note: pictures may be altered for clarity)

B. PLAN FOR THE PEOPLE

3. Citizen Involvement, Community Development & Visioning (State Goal 1)

Tillamook's Planning Commission and City Council are guided by the principle that citizen participation in planning and community development is essential. The single most important factor influencing the effectiveness of this Plan is probably the extent of citizen participation and community development in its development.



Tillamook's Planning Commission and City Council felt that citizens should be involved throughout the entire planning process. A Citizen Involvement Program (CIP) was adopted by Tillamook City in 1977. The program provides for an on-going citizen participation process. The adopted program outlines the responsibilities of the City Council, Planning Commission, the Citizen's Advisory Committees (CAC) and professional staff, and provides for methods and techniques of involving citizenry in all phases of evaluation and comment in governmental service areas.

Community Development

Community development is a broad term. It involves knitting society together at the grass roots and involves changing the relationships between ordinary people and people in positions of power, so that everyone can take part in the issues that affect their lives. It starts from the principle that within any community there is a wealth of knowledge and experience which, if used in creative ways, can be channeled into collective action to achieve the communities' desired goals.



Many committees through community development also advise Tillamook's City Council. As was mentioned earlier, the single most important factor influencing the effectiveness of this Plan and the City is probably the extent of citizen participation and community development in its development.

Through a diverse group of committees, Tillamook continues to improve its community development through citizen participation.

The City's committees are broken down into the following:

**Associations,
Beautification,
Budget,
Finance,**

**Personnel,
Public Safety, and
Public Works.**

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Each of these committees assist the City Council members with community development. Please refer to Appendix XXIV for the ordinances, by-laws and programs outlining organizational functions and responsibilities of the City advisory boards, committees and City Planning Commission, and City Council. Each of these documents defines the roles and responsibilities of each of these entities in citizen participation.

Vision 2020

Visioning is one method the City has used to increase citizen involvement and community development. Visioning is simply the process by which this community envisions the future it wants, and plans how to achieve it as part of this Comprehensive Plan and the policies. By going through a visioning process a community can: 1) better understand the values of its citizens and use these values as a basis for planning; 2) identify the trends and forces that are affecting the community; 3) articulate a big picture view to guide short-term decisions and long-term initiatives; and 4) develop tools to achieve its vision. The visioning process differs from the more traditional form of community planning. First, it tends to focus on a wide range of concerns. Second, it is strongly geared to community values. Third, it uses alternative scenarios to explore the future (i.e. what is probable as well as what is possible). And fourth, it is built around the development of a shared vision. Visioning does not necessarily replace other forms of community planning. Nor does it replace the Plan. Visioning is a new tool in the community planning process and has been integrated into the Comprehensive Plan in this chapter.

In 1998 the Tillamook City Visioning Task Force, established by the Tillamook City Council, embarked on a community endeavor vital to the future of the city. The City's visioning process brought citizens of the City together including representatives from all segments of the City's population. Busy individuals in all walks of community life ambitiously undertook the difficult task of crafting the Tillamook City Vision Statement.



To best integrate the vision statement into the Comprehensive Plan, ten areas are considered vital to the community's future directions and community development. These futures include 1) City Downtown Revitalization, 2) Land Development, 3) Education, 4) Community Health and Well-being, 5) Quality Natural Resources, 6) City

Gateways, 7) Community Values, 8) Community Character and Livability, 9) the Highest and Best Use of Land and 10) Transportation.

Each area of The Tillamook City 2020 Vision Statement has two main elements: the guiding principles, which are made up of the corresponding Comprehensive Plan policies, and the action plans, which are identified Vision Committee tasks.

This Vision Statement serves as a catalyst for community residents, business owners and governments in crafting the future of Tillamook City.

Purpose

The Tillamook City 2020 Vision Statement was designed to address current and future planning issues faced by the City of Tillamook. It provides a framework to guide decision-making related to the Comprehensive Plan, Zoning Ordinance and other development ordinances.

Each area of The Tillamook City 2020 Vision Statement has two main elements: the guiding principles, which are made up of the corresponding Comprehensive Plan policies, and the action plans, which are identified Vision Committee tasks, and implementing procedures in the Comprehensive Plan.

The 2020 Vision Statement areas and guiding principles represent the hopes and dreams of the community. Looking ahead frees the community from day-to-day issues and allows it to consider the community's value and character in order to shape and guide growth, development and change. The 2020 Vision Statement is a guidepost and provides a framework for future decisions. It is intended to be a broad statement that applies to all aspects of the community that add to Tillamook's quality of life.

The action plans identify a wide range of possible steps or projects needed to achieve the vision, within the Comprehensive Plan Goals and Policies. The goal is to ensure that community success or failure is not dependent on any single project. Progress can be made on a number of smaller projects to build momentum, while the hard work continues on the larger and more difficult projects. Another reason for a wide range of projects is to ensure there is something to involve everyone. The more people that become involved in implementation, the greater the chance of success for the vision as a whole.

This is just the first step in an on-going community effort to guide the future of the community. A continuing effort will be needed, and is expected, to expand on these ideas, add detail, and energize the community to take action.

A Visioning process serves as a catalyst for community residents, business owners and governments in crafting the future of Tillamook City, and has been integrated into the Comprehensive Plan.

The citizens of the City, involved in the Vision process, envision growth occurring in a livable and sensitive manner, respecting the City's heritage and providing quality of life for all socio-economic groups in the community. The Visioning Plan, through land use and public facilities, is proposed to guide growth and provide for a sustainable quality of life that reflects deliberate choices made from within the community.

Many different committees are involved in overseeing the vision process. The complete Tillamook City Vision Statement and the development of the Vision Committee are further described in Appendix XXIII.

Goal, Objectives, and Implementing Policies for Citizen Involvement

Goal

"To support citizen involvement at all stages of the decision-making process."

Objective No. 1 for Citizen Participation and Involvement: To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process and ensures cooperation among citizens, technical personnel and public officials in planning for the City.

Implementing Policies for Objective No.1 for Citizen Participation and Involvement

Policy B-1: The Planning Commission shall give reasonable public notice for meetings concerning revisions of the adopted public plan and implementing measures. Such notice shall be provided in a manner consistent with all applicable state statutes and city ordinances. When feasible, the city will use **various** media to encourage citizen participation. Wide and continuing exchange of information with notification to citizens about available programs and issues will be insured. The City shall ensure that adequate funding and technical information is made available to citizen participation groups as an ongoing process.

Policy B-2: Decisions by both planning and advisory bodies will be made after appropriate open planning processes and public hearings. The City shall ensure that citizens receive a response to all recommendations resulting from citizen involvement.

Policy B-3: All plans, reports, and ordinances shall be written so as to be easily read and understood by interested citizens.

Policy B-4: The Comprehensive Plan shall be used as a basic reference and guideline by those who must make decisions affecting the people of Tillamook.

Objective No. 2 for Citizen Participation and Involvement: To have a broad base of citizen involvement in planning studies, decision making, and plan implementation.

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Implementing Policies for Objective No. 2 for Citizen Participation and Involvement

Policy B-5: The City Planning Commission is the group involved in review of development and implementation of a Citizen Participation and Involvement Plan. The governing body shall continue to solicit citizen membership for vacancies on any advisory body.

Policy B-6: The Planning Commission is the permanent Citizen Involvement Committee. As such, the commission shall be responsible for insuring a broad base of citizen involvement in all phases of the planning process.

Policy B-7: The Vision Statement shall serve as a catalyst for community residential, business owners and the government(s) in crafting the future of Tillamook City. The Vision Statement shall be considered a long-range, “umbrella” vision for the Comprehensive Plan, and will be integrated into the Comprehensive Plan. The Tillamook City 2020 Vision Statement was adopted and endorsed by the Planning Commission and the City Council as the 20-year vision for Tillamook City. The Vision Statement is the starting point for the creation and implementation of action plans. Given the Vision Statement’s age, an update on visioning shall be considered.

Goal, Objectives, Implementing Policies for Community Development

Goal

“To better integrate citizen involvement with the community, and support outreach into the community and community development.”

Objective No. 1 for Community Development: To develop a community development program that insures support for citizens to be involved in the community and better integrate citizen involvement with the community.

Implementing Policies for Objective No. 1 for Community Development

Policy B-8: The City shall provide a diverse set of community programs, activities and facilities that enhance community values.

Policy B-9: The Tillamook City 2020 Vision Statement shall serve as a catalyst for community residential, business owners and the government(s) in crafting the future of Tillamook City. Given the Vision Statement’s age, an update on visioning shall be considered. The Vision Statement is the starting point for the creation and implementation of action plans.

Objective No. 2 for Community Development: To have a broad base of community outreach and support programs in the community and support outreach into the community and community development.

Implementing Policies for Objective No. 2 for Community Development

Policy B-10: The City shall support adequate housing and care for special-need citizens, and strive to remain a safe and secure community.

Policy B-11: The City shall encourage healthy lifestyles, and focus on wellness in the community.

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In addition, in its inception, the basic purpose of this Plan was that community efforts, community objectives, goals and desires could be directed toward improving the character and quality of the City and future urban development. Objectives were established in Environmental (Air and Water) Quality (Ch. 6), Public Services and Facilities (Ch. 7), Economic Development (Ch. 11), and Housing (Ch. 12) to make these improvements, and were based upon a review of an inventory of the Community, and its interrelationship with the State Goals. -

C. PROTECTING NATURAL & HISTORIC RESOURCES

4. Natural and Historic Resources (State Goal 5)

Background: Natural Resources

The City of Tillamook is surrounded by active and passive recreational areas and natural resources that include wetlands, estuary units, flood plains, agricultural lands, and forestlands on the surrounding hillsides. A rich geographic setting of natural resources therefore surrounds the urbanized area of the City. Wildlife species (as listed in Table 5-3) are of prime importance to the City. Many of the listed species live within the Tillamook Urban Growth Boundary. Their preservation, where consistent with designated land uses, is encouraged. This plan reflects a recognition of these resources which were instrumental in the shaping of the Urban Growth Boundary. Where possible, lands with important natural resources were excluded from the Urban Growth Boundary. In other areas, it felt that adequate justification is presented in this plan to designate resource areas to be included in the Urban Growth Boundary, and if need be, to implement policies to insure protection of or to minimize impact on these resources.

Wetlands

The Statewide Planning Goals define wetland as "land areas where excess water is the dominant factor determining the nature of soil development and the types of plant and animal communities living at the soil surface."

The following wetlands in Table 5-1, identified in the City of Tillamook Local Wetland Inventory (Wilson et al, 1997) are Significant Natural Resources:

TABLE 5-1: TILLAMOOK SIGNIFICANT WETLANDS

Waterway	LWI wetland code	Waterway	LWI wetland code
Cojack Creek	COJ1	Holden Creek	HOL3
Colby Creek	COL1	Holden Creek	HOL4
Dougherty Slough	DOU1	Holden Creek	HOL5
Hall Slough	HAL1	Holden Creek	HOL6
Hall Slough	HAL2	Hoquarten Slough	HOQ1
Hall Slough	HAL3	Hoquarten Slough	HOQ2
Hall Slough	HAL4	Hoquarten Slough	HOQ3
Holden Creek	HOL1	Hoquarten Slough	HOQ4
Holden Creek	HOL2	Trask River	TRA1



In 1999, in conjunction with a Healthy Streams Grant from the Department of Land Conservation and Development, the entire UGB land area was **evaluated as to water quality and habitat quality**, after a local wetland inventory **and** function assessment **was completed**. This resulted in the accurate location and listing with analysis **of** the locally significant wetlands and riparian corridors. These resources were

identified and mapped as per requirements in Division 23 of the Oregon Administrative Rule, implementing State Planning Goal 5. According to the study and maps, there are approximately 87 acres of identified significant wetlands within the UGB. These resources are incorporated for adoption in the Water Resources Overlay District, Section 21.1 of the Tillamook City Land Development Code. These significant wetlands are identified on the wetlands map in Chapter 18. The following policies serve to protect the significant wetland and riparian corridor resources listed as locally significant in the City of Tillamook.

Qualifications for significance

To qualify as significant, a wetland must have a high level of function in one of four functional categories – water quality, hydrologic control, fish habitat, or wildlife habitat – and/or be rated in the second highest category for fish habitat and have a direct surface water connection to a stream segment that is mapped by DSL or ODFW as habitat for "indigenous anadromous salmonids." (DSL maps available at <http://statelands.dsl.state.or.us/esshabitat.html>).

A "high level of function" is defined as "intact" fish habitat, "intact" water quality, "intact" hydrologic control, or "diverse" wildlife habitat, as defined in the Oregon Freshwater Wetland Assessment Methodology ("OFWAM") (DSL, 1996). The "second highest category" for fish habitat is defined as "impacted or degraded" in OFWAM (DSL, 1996).

The significant riparian corridors and significant wetlands listed in Appendix XII and XIII, Table 5-2 have been adopted and are regulated subject to the Water Resources Overlay District Section of the City Zoning Ordinance:

In addition, and in cooperation with the Oregon Department of Fish and Wildlife, an inventory of Goal 5 Wetlands was completed. Four sites were identified and described in the following analysis:

- 1) The Meadow Avenue Wetland is generally located south of Meadow Avenue and contains approximately 14 acres. This acreage has multiple owners including private individuals and the Tillamook School District No. 9. It is predominantly a forested wetland with no identified conflicting uses. The City will protect this wetland.

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- 2) The Fairlane Drive Wetland runs immediately parallel to Fairlane Drive and contains approximately two acres. The site is a shrub and forested wetland in association with a small perennial stream. The property is under single ownership with no identified conflicting uses. The City will protect this wetland.
- 3) The South Highway 101 Wetland is immediately adjacent to Highway 101 upon entering the southern entrance to the City. The site is a shrub and forested wetland containing approximately one acre. The area is within an "open space" district with no conflicting uses identified. The City will protect this wetland.
- 4) The Fifth Street Wetland is found at the west end of Fifth Street. The site is an emergent wetland containing approximately 1.5 acres. The area is part of a large tract zoned for parks. Carnahan Park is immediately adjacent to the north, but effectively separated by a chain-link fence. No conflicting uses have been identified. The City will protect this wetland. The Map provides the physical location of these wetlands.

Wetlands Wildlife

The species listed in Appendix XII, Table 5-3, are typical of wetlands. In addition there are many other species that sometimes frequent wetlands or are benefited by wetland habitat. Several species of bats and swallows feed on insects that breed profusely in wetlands. Many kinds of sparrows, warblers and other songbirds feed and nest in the vegetation in and around wetlands. Several kinds of mice and shrews besides those listed may find wetland habitat to their liking, and various species of hawks and owls often hunt such areas.

Economic, Social, Environmental, and Energy (ESEE) Decision Process

The ESEE process is an analysis of economic, social, environmental, and energy consequences of the conflicts of development and the required setbacks from riparian areas (State Goal 5). OAR 660-023-040 spells out steps that local governments are to use when analyzing State Goal 5 ESEE consequences.

Application of the Goal 5 riparian "safe harbor" would result in a 75-foot riparian protection setback adjacent to the river. The riparian inventory only identifies 65 feet as being significant. As noted, along both reaches there is virtually no functioning riparian vegetation or structure landward of the top of the levees, well inside the significant resource site as determined in the riparian inventory. Since there are no riparian functions or values landward of the levees, it seems prudent to use the "standard" Goal 5 inventory process to define the significant riparian corridor along the Wilson River.

The significant riparian resource sites are at the very north end of the city, adjacent to the Wilson River. The inventory identifies the sites as "R-WIL0-1L" (which signifies "riparian, Wilson River, site 1, left bank), and "R-WIL0-2L" (site 2, left bank). Site 1L is east of Highway 101, and site 2L is west of Highway 101. The inventory identifies an

area extending 65 feet upland from the edge of the river as “significant” riparian corridors. Along both reaches, a dike, levee or berm has been constructed immediately adjacent to the river channel. Reach 1L has virtually no functioning riparian structure; the vegetation is mostly herbaceous, with a couple of willows. The river-facing side of the berm along reach 2L has some scattered trees and at least a couple of vegetation layers. Along both reaches, vegetation that has any riparian function stops at the top of the levees.

The standard Goal 5 process involves several steps. First, an “impact area” is established, and land uses that occur within the impact area that conflict with the protection of a significant resource are identified. Then the consequences of either fully allowing, prohibiting, or partially allowing those uses are identified. (Prohibiting or partially allowing a use would provide some protection to the significant resource.)

Therefore in a further attempt to achieve Goal 5 for all significant resource sites, based on an analysis of the economic, social, environmental, and energy consequences that could result from a decision to allow, limit, or prohibit a conflicting use, the City of Tillamook has developed the steps listed in Appendix XXXII to conduct an ESEE analysis. It appears that both the resource site and the conflicting uses are important compared to each other, and based on the ESEE analysis in Table 5-4, in Appendix XXIII, the conflicting uses should be allowed in a limited way that protects the resource site to a desired extent.

In terms of economics, the 50-ft setback, determined in the ESEE, allows for some protection of the Wilson River riparian area without increased restrictions, and it appears to provide a clear and objective local process for resolving development/wetland conflicts. In terms of social impacts, the existing 50-ft setback would provide educational opportunities for those individuals working near the riparian area and also provide opportunities for urban quiet and solitude, which is a positive social consequence. Environmentally, the existing 50-ft setback allows for partial riparian protection while also providing for existing amounts of development. In terms of energy impacts, the 50-ft setback provides for local recreational opportunities, reducing the need to extend drive time for outdoor experiences. Vegetation in the riparian area also has a moderating effect on climate.

Goal for Natural Resources (wetlands, estuaries, shorelands)

To conserve, protect the unique environmental, economic and social values of local estuarine resources, where appropriate, develop and restore the resources of all coastal shorelands, recognizing their value for the protection and maintenance of water quality, fish and wildlife habitat, and water dependent uses.

Objective No. 1 for Wetlands: To reduce the hazard to human life and property and minimize adverse effects on water quality and wildlife habitats for the shoreland planning area within the Tillamook Urban Growth Boundary.

Policies for Wetlands Objective No. 1

Policy C-1: The City shall encourage Cluster development as a method of minimizing development impacts in areas with [sensitive] significant natural resources documented on the significant riparian corridor and wetlands list.

Policy C-2: New development shall be conducted in a manner that does not adversely affect significant riparian corridors and significant wetlands as per the water resources overlay district.

Policy C-3: Drainage from proposed developments shall be directed in a manner that does not harm significant wetland and riparian corridors.

Objective No. 2 for Wetlands: To protect, maintain, where appropriate, develop, and where appropriate restore the long-term environmental, economic and social values of estuarine resources with the Tillamook Urban Growth Boundary.

Policies for Wetlands Objective No. 2

Policy C-4: The following wetland areas, the Meadow Avenue Wetland (south of Meadow Avenue, containing approximately 14 acres), the Fairlane Drive Wetland (immediately parallel to Fairlane Drive containing approximately two acres), the South Highway 101 Wetland (immediately adjacent to Highway 101 upon entering the southern entrance to the City), and the Fifth Street Wetland (at the west end of Fifth Street, south of Carnahan Park containing approximately 1.5 acres) shall be protected by the City.

Policy C-5: All locally significant wetlands and riparian corridors as designated in the City of Tillamook Local Wetlands Inventory shown in Table V shall be protected, and shall not be modified except as provided for in the Water Resources Protection Overlay District. Significant riparian corridors and significant wetlands are hereby adopted and are regulated subject to the water resources protection overlay district (21.1).

Policy C-6: Land uses shall be guided, and enforced through the Zoning Ordinance, to minimize impact on the City's Natural Resources, as is stated and described further in the Regulatory Controls. For those projects involving development within designated estuaries, in an effort to recognize, protect, maintain, and where appropriate, restore the unique environmental, economic and social values of said estuaries, estuary standards and requirements shall be brought under special review.

Estuaries and Shorelands (State Goals 16 and 17)

Estuary management units have been identified and inventoried by Tillamook County. Map 5 in Chapter 18 illustrates the units, Appendix XXXIII describes each Estuary Management Unit Segment. The following four estuary management unit segments are found to be of concern for the Tillamook Urban Growth Boundary area.

1. Estuary Unit 40 segments which bounds Hoquarten and Dougherty Slough west of Highway 101 to the confluence with the Tillamook River.

2. Estuary Unit 43 segment which bounds the Trask River from the head of tide near the U S Highway 101 Bridge to Hoquarten Slough.
3. Estuary units 40 and 36 segments, which bound the portion of Dougherty and Hall Slough that are in or adjacent to the Urban Growth Boundary.
4. Estuary unit 35 segment which is the Wilson River. The inventoried Shorelands that are applicable for Tillamook City are shown on Map 5.

Estuarine Resources (State Goal 16)

The sensitivity and complex nature of problems associated with development in estuaries has prompted the City of Tillamook **in the past** to look to Tillamook County as the lead agency in reviewing these development requests. **As outlined under Section 4 of the Urban Growth Management Agreement, the County Estuary Planning Staff shall review such proposals and forward their recommendations to the City Planning Department, which in turn will incorporate such recommendations in the Staff report to the City Planning Commission.**

Objective No. 3 for Estuaries: To recognize, protect maintain and restore where appropriate, the unique environmental, economic and social values of the designated estuaries.

Policies for Objective No. 3 for Estuaries

Policy C-7: The designated estuaries and shoreland area shall be managed in such fashion as to be consistent with the stated estuary and shoreland objectives. The City shall recognize the estuary management unit segments described in this section of the Plan. Prime importance shall be given to management and restoration of estuaries as it might relate to the economic protection of the area. Reconstruction of estuaries to be a point where they provide protection of lives and property in the surrounding area is paramount. The protection of locally significant riparian corridors and wetlands associated with estuaries and shoreland habitat is a goal in the restoration of these resources.

Policy C-8: The City recognizes that to have effective protection, maintenance and restoration of designated estuaries with the City UGB, all policies must be coordinated with all appropriate agencies. This is particularly important for estuary areas adjacent but outside the City's UGB. A thorough review of Tillamook county estuary and shoreland policies, standards and definitions which are appropriate to the City's stated objectives and the County's overall plan shall be adopted.

Policy C-9: The City will **work with** the County Estuary Planning Staff for the preparation of impact assessments, resource capability determinations, review of State and Federal permit applications and necessary revision of policies and standards within the estuarine area of the City.

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Policy C-10: The estuarine and coastal shoreland habitat resources designated as locally significant shall be protected as per the Water Resource Protection Overlay District, Tillamook City Land Development Code.

Policy C-11: Estuary Management Units have been identified and inventoried by Tillamook County. Map illustrates these management units. The following five estuary management unit segments are found within the Tillamook Urban Growth Boundary.

Policy C-12: The City of Tillamook hereby adopts Exhibit H of the November 30, 1983 amendments to the Tillamook County Ordinance No. 32, which is the Goal 16 Element of the Tillamook County Comprehensive Plan.

Coastal Shorelands (State Goal 17)

Coastal shorelands are a unique and sensitive component of the coastal environment. The shorelands are invaluable for the protection and maintenance of water quality for fish and wildlife habitats, recreation and a variety of water dependent uses. Planning policies for these areas must insure the protection and wise management of this resource.

The Tillamook shoreland planning area was delineated according to the seven identification criteria of State Goal 17:

- 1) Lands within the 100 year Flood Plain and Floodway Boundary have been included, as they are impacted by the hydraulic action of coastal waters.
- 2) No areas of geologic instability within the Tillamook UGB have been identified. Bulletin 74, Environmental Geology of the Coastal Region of Tillamook and Clatsop Counties.
- 3) Riparian resources have been identified through on-site inspection in cooperation with O.D.F.W., and in the Tillamook Riparian Inventory in Spring 1999.
- 4) Several significant wetland habitats within the Tillamook UGB have been identified during the inventory process, mentioned in No. 3 above, and with ODFW.
- 5) At present, two sites within the UGB can be classified as water related. These include: Marine Park on Hoquarton Slough and Carnahan Park on the Trask River.
- 6) No areas within the Tillamook UGB have been identified as having "exceptional aesthetics or scenic quality" in the Visual Resource Analysis of the Oregon Coastal Zone.
- 7) There are no coastal headlands within the U.G.B.

The two Goal 17 significant wildlife habitats within the Shorelands Planning Area are:

- 1) West Hoquarton Slough Forested Freshwater Wetland. Immediately west of State Highway 101 North, this site contains approximately 59 acres within the U.G.B.
- 2) East Hoquarton Slough Forested Freshwater Wetland. Immediately east of State Highway 101 North, this site contains approximately 26 acres within the U.G.B.

Refer to map: Wetlands Planning Area.

Appropriate protection policies have been adopted in cooperation with ODFW within the implementing Ordinance to insure the protection of wildlife habitat and wetland values.

Objective No. 4 for Shorelands: To reduce the hazard to human life and property and minimize adverse effects on water quality in order to maintain the live ability for the Tillamook community.

Policies for Objective No. 4 for Shorelands

Policy C-13: New shoreland development, expansion, maintenance or restoration of existing development shall conform to the following general priorities for the overall use of coastal shorelands (in order of priority):

1. Uses which maintain the integrity of the estuary;
2. Water-dependent uses;
3. Water-related uses;
4. Non-dependent, non-related uses which retain flexibility of future use and don't or prematurely or inalterably commit shorelands to more intensive use;
5. Development, including non-dependent, non-related uses, in urban areas (compatible with existing or committed uses);
6. Non-dependent, non-related uses which cause a permanent or long-term change in the features of coastal shorelands only upon a demonstration of public need.

Policy C-14: New shore land development, expansion, maintenance or restoration of existing development shall be sited, designed, constructed and maintained to minimize adverse impacts on riparian vegetation, water quality and aquatic life and habitats in adjacent aquatic areas, and to be consistent with existing hazards to life and property posed by eroding areas and flood hazard areas. To accomplish this:

- A. The requirements of the National Insurance Program shall be used to regulate development in flood hazard areas within coastal shore lands.
- B. Shoreland setbacks shall be established to protect riparian vegetation and to recognize eroding areas.
- C. Priority shall be given to nonstructural rather than structural solution to problems of erosion or flooding.
- D. The following state and federal authorities shall be utilized for maintaining water quality and minimizing man-induced sedimentation in aquatic areas:
 1. The Oregon Forest Practices Act and Administrative Rules, for forestlands are defined in ORS 527.610 - 527.730 and 527.990 and the Forest Lands Goal;
 2. The programs of the Soil and Water Conservation Commission and local districts and the Soil Conservation Service, for Agricultural Lands Goal;
 3. The non-profit source discharge water quality program administered by the Department of Environmental Quality under section 208 of the Federal Water Quality Act as amended in 1972 (PL 92-500); and

4. The fill and Removal Permit Program administered by the Division of State Lands under ORS 541.605 - 541.665.

Policy C-15: Shoreland development shall be sited and designed to be consistent with the protection of the natural values of identified major marshes and significant wildlife habitat, within the shore lands planning boundary identified in the Tillamook City Comprehensive Plan.

Policy C-16: Forestry operations within coastal shorelands shall be consistent with the protection of the natural values of major marshes, significant wildlife habitat and riparian vegetation. The State Forest Practices Act and Forest Practice Rules administered by the Department of Forestry shall be used to protect the natural values of these resources on commercial forestlands and other lands under the jurisdiction of the Forest Practices Act within coastal shore lands.

Policy C-17: Shorelands of Tillamook City shall be managed through implementation of the Tillamook City Comprehensive Plan by means of the zoning ordinance, which shall contain the zoning and shoreland planning area maps.

Policy C-18: Tillamook City shall review the following for consistency with the Tillamook City Comprehensive Plan, zoning map, and zoning ordinances:

- A. State or federal permit applications for uses and activities within shore lands;
- B. Applications for Tillamook County Development Permits;
- C. Building and mobile home placement permits for flood hazard areas, preliminary subdivision plat applications and planned developments with coastal shore lands;
- D. A-95 project pre-application notifications, by means of referral from and comment to the Clatsop-Tillamook Intergovernmental Council.

Policy C-19: The City shall consider the following significant wildlife habitats within the Shorelands Planning Area: the West Hoquarton Slough Forested Freshwater Wetland (approximately 59 acres within the U.G.B. immediately west of State Highway 101 North), and the East Hoquarton Slough Forested Freshwater Wetland (approximately 26 acres within the U.G.B. immediately east of State Highway 101 North).

Forest Lands (State Goal 4)

Most major forestlands surround the urbanized area and are excluded from the U.G.B. To this extent, the City watershed is located southeast of the U.G.B. area and shall be guided by County land use policies, as well as managed under Oregon State Forestry Best Management Practices. However, there are also some forested areas within the City Limits and U.G.B. Many of these forested areas have already been identified as Significant Wetlands. These areas include:



- 1) The Meadow Avenue Forested Wetland.
- 2) The Fairlane Drive Forested Wetland.
- 3) The South Highway 101 Forested Wetland.
- 4) The Fifth Street Forested Wetland.
- 5) West Hoquarton Slough Forested Freshwater Wetland.
- 6) East Hoquarton Slough Forested Freshwater Wetland.

Other natural resources included in the Tillamook UGB include fish and wildlife habitat. According to the Oregon Department of Fish and Wildlife (ODFW), no species lists, population counts, or significant habitat areas can be determined. This conclusion was partly based on a stream survey conducted in 1979 by ODFW and observation of Tillamook's riparian habitat. It was concluded that the riparian areas in the Tillamook UGB are in poor condition due to diking, riprapping, and certain farming practices that lead to insufficient habitat for sustainment of fish and other wildlife.

Policy for Forestlands

Policy C-20: State Goal No. 4 is applicable for Tillamook City. Small stands of trees in future park locations shall remain in their natural settings. The City will protect the forested areas listed in this section.

Policy C-21: The City watershed is located southeast of the U.G.B. area and shall be guided by County land use policies, as well as managed under Oregon State Forestry Best Management Practices. Future logging operations within the City watershed may be reviewed by the City Council, with comments forwarded to Oregon State Forestry.

Agricultural Lands (State Goal 3)



The City is surrounded by agricultural land, primarily in high value farm soil classes II through IV. Significant farmlands with these soil classifications, have been excluded from the UGB through extensive coordination with the County and public involvement. In addition, much of the significant farmland outside the UGB is actively farmed. Since the City

is surrounded by productive dairy farms, it is recognized that these physical and agricultural limitations dictate the growth of the City in an easterly direction. There are however a few farms that are within the City UGB. These include farming practices in the southwest area of the UGB (south of Ninth Street), the area north of Third Street (south of Highway 6), and the area southeast of the Fairgrounds.

Retention of Agricultural Land

Farms east of McCormick Loop Road, south of Twelfth Street, and north of First Street (Highway 6) remain outside the UGB. A prime example of the City's intention to

preserve and retain as much surrounding agricultural land as possible is shown through the exclusion of property once in the City, south of the Trask River and the de-annexation of property once in the City north of First Street (Highway 6). As therein indicated, the City has de-annexed approximately 23.5 acres of agricultural land to retain the agricultural land.

Compatibility with Agricultural Activities

Tillamook City's location and being surrounded by the mutual resource base of agricultural land, is unique. As a result, a careful balance must be made to protect the agricultural land and the economic farm unit it supports. The balance must occur while retaining the social and physical characteristics of the City. These characteristics are expressed in many ways.

Where possible, the UGB has been located so that a physical barrier separates urban and urbanizable land from agricultural land to minimize conflict between urban uses and agricultural activities. Roads, rivers, sloughs and topography are the features most frequently used.

For several Highway Commercial (C-H) designated areas, the City uses buffers such as fences, vegetative plantings, and building setbacks to insure a more adequate buffer between uses.

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The County Ordinance which adopted the City's Comprehensive Plan can be found in the Appendix. Within that Ordinance there are several sections dealing with the retention of and compatibility with agricultural lands.

“Agricultural practices and policies are further outlined in the County Ordinances as follows:

“For agricultural and farming practices surrounding and within the Urban Growth Boundary, including the City, the following policies shall be recognized:

1. It shall be the policy of Tillamook City and Tillamook County to protect agricultural operations from potential conflicts arising from Highway Commercial activities. Accepted agricultural practices adjacent to or within the City may create noise, dust, odors or other such properties. This includes, but is not limited to, the spreading of liquid manure on fields in the area when frequent strong winds are likely to carry the resultant odor into areas designated for non-farm development. However, Tillamook City does not consider it the agricultural operators' responsibility to modify accepted practices to accommodate Highway Commercial area. The owners of the highway commercial property shall not allow activities on their properties which create management difficulties, fire hazards or increased costs for adjacent agricultural operations, and shall not hold agricultural operators or Tillamook City or Tillamook County responsible for noise, dust, odors, or other such inconveniences resulting from those agricultural practices that are no more offensive than what is customarily required to maintain profitable farm operations.”

Goal for Agricultural Lands

“To preserve and maintain agricultural lands. Agricultural lands shall be preserved and maintained for farm use, consistent with existing and future needs for agricultural products, forest and open space.”

Objective No. 5 for Agricultural Lands: To retain the agricultural use of land in those areas where it is deemed the highest and best use, given the soil conditions of the area, and the suitability of competing uses.

Policies for Agricultural Lands

Policy C-22: The UGB is established in order to preserve prime agricultural land as much as possible. Any future conversions of rural agricultural land to urbanizable land shall be based upon the seven factors as listed in Goal 14.

Policy C-23: The City shall urge the County to designate portions of prime agricultural lands adjacent to the U.G.B. for exclusive farm use to support the City's intention to preserve and retain as much surrounding agricultural land as possible.

Policy C-24: The development Ordinance as provided for under Economic Development Policy No. 34, part of which addresses compatibility between Highway Commercial and agricultural uses, shall be periodically reviewed and updated to reflect current farming practices and needs. The City shall use buffers such as fences, vegetative plantings, and building setbacks to insure a more adequate buffer between uses.

Policy C-26: The City shall protect agricultural operations from potential conflicts arising from Highway Commercial activities. Accepted agricultural practices, adjacent to or within the City may create noise, dust, odors or other such inconveniences for the owners or users of the commercial properties. This includes but is not limited to, the spreading of liquid manure on fields in the area when frequent strong winds are likely to carry the resultant odor into areas designated for non-farm development. However, the City does not consider it to be the agricultural operators' responsibility to modify accepted practices to accommodate Highway Commercial areas. The owners of the Highway Commercial property shall not allow activities on their properties which create management difficulties, fire hazards or increased costs for adjacent agricultural operations, and shall not hold agricultural operators or the City, or the County, responsible for noise, dust, odors or other such inconveniences resulting from those agricultural practices that are not more offensive than what is customarily required to maintain profitable farm operation.

Open Space and Scenic Areas (State Goal 5)

Significant open space and scenic areas exist in and surround the City of Tillamook. Where possible these areas were excluded from the Urban Growth Boundary. Some areas now within the City are subject to flooding and have a high water table. Other areas within the city have been identified as significant riparian corridor reaches and or significant wetlands.

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Objective No. 6 for Open Space and Scenic Areas: To conserve open space and protect natural and scenic resources and maximize the use of existing resources in the provision of open space.

Policies for Open Space and Scenic Areas

Policy C-26: Banks of watercourses, drainage basins, areas subject to extreme natural hazards and otherwise unbuildable sites will be utilized to provide open space and recreational opportunities. Riparian vegetation shall be protected inside all designated significant riparian resources, **as** identified in the Tillamook Land Development Code.

Policy C-27: Tree preservation and planting to separate conflicting uses and provide scenic and recreational opportunities will be encouraged wherever feasible.

Policy C-28: Scenic views and scenic sites that generally include all the land within view of the Tillamook urbanized area and outside the Urban Growth Boundary, shall be preserved. This shall be achieved by coordination with Tillamook County and by encouraging a minimum of development in these areas.

Historic Resources (State Goal 5)

The history of the City of Tillamook is quite extensive for a town of its size. It includes a number of historic sites and structures as listed in the Appendix.

Background: Historic Resources

The first building of the town site was built in 1894, known as the Thayer Bank Building, at 1802 First Street. This historic building served as a bank.



This structure has been altered over the years, but remains in fair condition as an example of late 19th century architecture.

With the establishment of the post office, thereafter, the small community received the official name of Tillamook.

In 1983, a Historic Preservation District was established by the Planning Commission, to protect the historic buildings of Tillamook and to encourage the rehabilitation of these buildings.

HISTORIC SITES AND BUILDINGS

Over the past two to three decades, the historic architectural continuity has been compromised, especially in the Town Center, as a result of covering facades with non-historic materials, removing traditional signs and marquees and in some cases,

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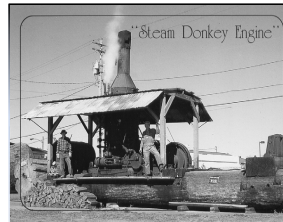
demolishing older buildings to make way for contemporary buildings lacking the pedestrian friendly qualities of traditional main street building types.



Several historic sites and buildings still exist in the Tillamook Urban Growth Area, including those located downtown. The Old Tillamook Post Office (City Hall) is currently registered in the National Register of Historic Places. Additionally, all of the sites listed in Appendix XXVIII are listed in the Statewide Inventory of Historic Sites and Buildings, with the State Historic Preservation Office

(SHPO). Appendix XXVIII – Historical Site Inventory within the Tillamook Area – further describes Tillamook’s historic sites and structures.

There are a number of additional buildings of historic importance than just those listed above. These include the following to name just a small number of them: the Masonic Building at the northeast corner of Second Street and Ivy Avenue completed in 1914; the Kelly Building at the SW corner of Second Street and Main Avenue completed in 1925; the Alderman Building at the NW corner of Second Street and Main Avenue, built in 1932; the First National Building at the NE corner of Second Street and Main Avenue, the Odd Fellows Building at the SE corner of Second Street and Main Avenue, built in 1916; the Tillamook Hotel between Second Street and Third Street and Main Avenue and Pacific Avenue, completed in 1941; the C.B. Hadley House on the SE corner of Third Street and Laurel Avenue (as shown in the photograph above), built in 1892; and the United Brethren Church at the SE corner of 4th and Madrona, constructed in 1897-99. These historic structures and many more are listed and described further in the Appendix. Tillamook County Historical Society has published a seven-page document showing early photographs of Tillamook and interesting facts about its pioneers.



Goal for Historic Resources

“To preserve the history of the City of Tillamook.”

Objective for Historic Resources: To protect the historic buildings of Tillamook and to encourage the rehabilitation of these buildings and accessibility to buildings and encourage the community to take part in this process.

Policies for Historic Resources Objective No. 1

Policy C-29: The City shall encourage the preservation and rehabilitation of sites and structures that represent significant aspects of Tillamook’s historical and architectural heritage.

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Policy C-30: The City shall strengthen the economy of Tillamook by protecting and enhancing the City's historic attraction to residents and visitors.

Policy C-31: The City shall enforce the Town Center Zone ordinance preserving the historic character of the downtown.

Policy C-32: The City shall consider exploring National Register designation and the benefits of developing historic preservation districts.

Policy C-33: The City will coordinate with state and county agencies and organizations to preserve current and future historic sites, buildings, and archeological sites that exist now or may be discovered at a later date, in the Tillamook Area. Future discovery or determination of historical sites and/or archeological sites shall be listed as inclusions to this plan.

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5. Air and Water Quality (State Goal 6)

Background

Air, water and land resources are inventoried and discussed in the Technical Report. The Urban Growth Boundary is shaped by taking into consideration the quality of these resources.

Air quality within the planning area is generally very good. Because of scrubbers recently installed on mill burners, smoke and fallout has been greatly reduced. Air pollution from automobiles is not a significant problem even with high volumes of summer tourist traffic going through town. A prevailing wind usually blows in Tillamook and clears the air quickly.



Water quality within the area is generally excellent. Frequent rains and tidal actions constantly change the level and velocity of rivers in the area. There are no major pollution problems with creeks, other than occasionally turbid waters due to rapid runoff. The City's sewerage treatment plant currently places good quality effluent into the Trask River. A primary issue confronting the community is the elimination of failing septic tanks within the Growth area. A prime concern is also insuring that future development has adequate sewer service without making it a financial hardship to property owners.

Significant Water Quality within the UGB depends in part on protecting designated significant wetlands and riparian corridors. The City wishes to insure that future development occur in a manner that protects all significant wetlands and riparian corridors within the Tillamook UGB.

Goal for Air and Water Quality

“To maintain and improve the quality of air, water and land resources.”

Objective for Air and Water Quality: To insure the continued quality of air, water and land resources within the City.

Policies for Air and Water Quality

Policy C-34: All future development will be compatible with the air quality maintenance plan of the Department of Environmental Quality. Through all land use planning and development stages, the City shall coordinate their actions with State and Federal environmental statutes, programs and policies. The City shall also assist and coordinate, as necessary, with current planning activities.

David Mattison 9/14/12 10:49 AM

Deleted: Further, noise pollution shall be monitored through D.E.Q. and the City shall assist the State in remedies to pollution problems that develop.

Policy C-35: All waste and process discharges from future development will not violate applicable state or federal environmental quality statutes, rules and standards.

Policy C-36: The City shall encourage elimination of faulty septic tanks within the Urban Growth Boundary areas. The Urban Service Area Policies and Implementing Guidelines shall address the implementation of this goal. (Appendix H)

Policy C-37: The water resources of the City of Tillamook shall be protected in part by guiding future development in a manner that will not impact or alter the significant wetlands and riparian corridors within the City of Tillamook Urban Growth Boundary (UGB).

Policy C-38: All development and activities in the City of Tillamook shall comply with the state and federal air and water quality and noise-control rules, regulations, and standards.

6. Natural Disasters and Hazards (State Goal 7)

Background

The most significant natural hazard in the Tillamook area is flooding. Flooding means a general and temporary condition of partial to complete inundation of normally dry areas from the overflow of inland or tidal water and/or the unusual and rapid accumulation of runoff or surface waters from any source. In Tillamook, there are two types of areas where flooding generally occurs. Both are part of the Flood Hazard Area. The floodplain is the area adjoining a stream, river, or lake that is subject to regional flooding. It represents the largest flood which has a one percent chance of occurring in any one year in an area as a result of periods of higher than normal rainfall or stream flows, high winds, rapid snow melt, natural stream blockages, or combinations thereof. The Floodway is the channel of a watercourse that must be kept free of any encroachments so that the 1% annual chance flood can be discharged without cumulatively or substantially increasing the water surface elevation and flood height.

The city of Tillamook lies within the geomorphic floodplain of Wilson and the Trask Rivers. Areas subject to flooding are illustrated in the Technical Report. There are approximately 100 acres of land within the City Limits that are subject to significant flooding. Flooding in Tillamook occurs frequently, with the Wilson and Trask Rivers rising to flood stage or above at least once every winter.³ The depth of these floods is one to two feet due to the relatively flat topography. However, the City of Tillamook has sustained the most damage from more recent major flood events, with greater depths, in February 1996, December 1998, November 1999, November 2006 and December 2007.

As a result of these severe flood events and repetitive losses to homeowners and businesses, the City of Tillamook applied for funding from the Flood Mitigation Assistance Program (FMA). Oregon's Office of Emergency Management (OEM) identified Tillamook City as a high priority community in need of flood mitigation planning assistance because of the number of NFIP-identified repetitive loss properties. Tillamook City was awarded an FMA Planning Grant and funds were used to develop the *Tillamook Flood Mitigation Action Plan*. The City Flood Mitigation Action Plan is located in Appendix XVIII.

Flood mitigation plans assist communities in reducing risk from flood damages by identifying resources, information, and strategies for reducing flood risk, meanwhile helping guide and coordinate mitigation activities throughout a defined area.

The resources and information within this flood mitigation plan will:

1. Establish a foundation for coordination and collaboration among public agencies and the citizens in the City of Tillamook;
2. Identify and prioritize future flood mitigation projects; and
3. Assist in meeting qualifications for federal assistance programs.

This plan also identifies activities where Tillamook can work in collaboration with County and State flood mitigation programs.

History of Flooding

Five rivers, with a long history of flooding, feed into Tillamook Bay estuary: the Kilchis, Miami, Tillamook, Trask, and Wilson. Tillamook City has experienced flooding throughout its history, but more recently, severe flood events occurred frequently during the 1990s. Flooding poses a threat to life and safety, public and private property, and can cause great disruptions to the local economy.

One of the most severe floods in recorded history swept through Tillamook in February 1996, when a series of natural events combined to become the worst flood on record. A month earlier, heavy snowfall blanketed the county from sea level to mountaintop. Instead of slowly melting over several days and gradually feeding the runoff to coastal streams, a hard freeze preserved the snow pack. On February 3, a moderate storm brought rain to the frozen landscape. Three days later, an unusually strong subtropical jet stream carried a huge storm ashore, with warm torrential rainfall that lasted for three to four days throughout the region. During the storm, the freezing level rose to about 8,000 feet, and Oregon Department of Forestry reported 19 inches of rain on top of two feet of snow already on the ground in the forest. Between February 4-9, record rainfall of nearly 30 inches fell in some parts of the county and 14 inches in a 48-hour period resulted in the heaviest runoff and flooding ever.



1972 flood.
Source: Tillamook
Historical Society



1980 flood. Source: The Headlight-Herald

With all rivers well above flood stage, flooding spread throughout the county causing extensive damage. The county's only radio station and the source of emergency information for residents, KTIL, shut down after floodwaters reached the studio just outside Tillamook City limits. Buildings in Tillamook were flooded while landslides closed many roads - some for months - and floodwaters washed out others. US Highway 101 to the north and south of Tillamook City and Oregon Highway 6 to the east remained closed for days, cutting off Tillamook City from the rest of the county. Logjams at bridges caused backwater and high-velocity river flows caused severe scouring at bridge foundations. When water levels began to drop, saturated riverbanks collapsed due to lack of stability. Extensive bank erosion filled all rivers with silt, mud, and debris. Receding floodwaters left miles of roads, homes, and businesses covered with silt, mud, and debris up to a depth of two feet.



Source: The Headlight-Herald

Millions of dollars in property damage spurred the designation of Tillamook County as one of the first Project Impact "disaster resistant communities," which provided federal assistance to help minimize and prevent damage caused by future major flood events.

Additionally, on December 28, 1998 and again during the Thanksgiving holiday of 1999, large flood events caught the region unaware. Tillamook County commissioners declared an emergency on the Friday after the 1999 Thanksgiving holiday flood event once initial assessments indicated damage to county roads was at \$300,000. The area was hit with 16 inches of rain between Wednesday and Thursday. The end of the holiday weekend meant another day of cleaning debris and tabulating damages for residents flooded from homes and businesses on Thanksgiving.

Local efforts to minimize flooding and to become a disaster resistant community heightened after the flood of 1996. Through joint efforts of the City, Tillamook County, several agencies, and local individuals, the area has achieved a substantial reduction in flood vulnerability. These efforts are on-going, including plans for improvements in both estuary drainage and habitats.

The City of Tillamook needed immediate assistance to reduce flood loss and damage. Officials have stated preventive measures taken after the 1996 flood have kept damage from more recent floods to a minimum. Since that event, 62 homes had foundations raised and at least ten cow pads (elevated mounds of fill dirt) were built at various county dairies to give cattle a place to retreat from rising waters. However there was still plenty of work left to mitigate damage from frequent flooding.

The local community organized The Tillamook County Flood Control Group to address the flood losses and to mitigate future flooding in the County. The City of Tillamook has worked closely with the Flood Control Group and has developed mitigation actions. A full time County Emergency Manager was hired to assist the City with floodplain management. The City and Federal Emergency Management Agency (FEMA) coordinated elevating structures, buyouts and opening up the floodplain, and engineering flood control structures, which mitigated the City's repetitive losses. The 1996 Flood sustained \$52 million in losses. The 1998 Flood losses were reduced to only \$3 million. This was a savings of \$49 million in repetitive losses. The US Army Core of Engineers (USACOE) also provided several emergency measures and advanced measures to assist the City of Tillamook as a working partner in building a disaster resistant community.

A mitigation project undertaken by FEMA is to either elevate or “buyout” properties in the Floodway Flood Hazard Area, and assist with relocation to other areas in town above the Flood Hazard Area, and reduce the amount of obstructions to the flood discharge.

Major floods have affected Tillamook citizens since the early 20th century, when reported by a life-long resident that “chairs were put on top of the beds to get out of the floodwaters.” Overall, Tillamook has experienced major riverine flooding events 20 times since 1916, with extensive coastal flooding in 1939, 1967, and 1976. Severe storms of unusually long duration caused severe flooding in 1964, 1990, and (as already mentioned) 1996, 1998, and 1999. Since Tillamook was founded in 1891, the community has

experienced annual seasonal flooding and several major flood events. The floods of 1996, 1998, 1999, 2006 and 2007 are the most recent and damaging of these seasonal floods.

The USACOE studied flood hazard boundaries in Tillamook and prepared preliminary Flood Insurance Rate Maps in 1982 for the area. Based on these maps, the 100-year floodplains lie mostly north of Hoquarton Slough, extending into that portion of the City Limits. Revision of these Flood Insurance Rate Maps was completed and adopted by the City in 2004. The area once considered the 100-year floodplain as mentioned above is now considered the Flood Hazard Area, which includes both the floodplain and the Floodway. A Floodway is the channel of a river or other watercourse and the adjacent land areas that must be reserved in order to discharge the base flood without cumulatively increasing the water surface elevation. A majority of the land north of Hoquarton Slough is in commercial use and the Flood Hazard Area.

Most floods are usually the result of the moist climate and intense rainfall during the winter months. Snow pack, if present in the basin headwaters of the Cascade Range, coupled with warm rains, often lead to more severe flood events. Flooding in the City of Tillamook results primarily from the overflow of the Wilson and Trask Rivers, and to a lesser extent, Dougherty, Hall, Hoquarton Sloughs, and Holden Creek. However, flooding is often compounded by high tides in Tillamook Bay that restrict the flow in these rivers and sloughs. Tidal levees constructed for protection of farmland can prevent proper drainage of floodwaters, creating a “bathtub effect” – a local term often used to describe inundation of lowland areas.

Historical alterations to courses of local rivers, creeks, and sloughs and development of land and recent accelerated filling of lower estuaries due to several causes, in the floodplain, have changed the nature of flooding in Tillamook. In some cases, these changes have put more property at risk to flooding. Further alterations to the landscape can impact the character of local flooding by placing new development in flood hazard areas, creating new impervious surfaces, and modifying existing storm water management and drainage systems. The City has comprehensive flood plain development standards, which restrict construction of new impediments to drainage.

Steering Committee

A Flood Mitigation Group (Project Steering Committee) has been developed with members from the community, businesses affected by flooding and experts working on developing a plan for the businesses and residents affected by the floods. The project steering committee provided overall guidance and helped create a more comprehensive flood mitigation plan by assisting in developing plan goals and action items, identifying stakeholders for interviews, reviewing and editing documents, and sharing their expertise and personal experience about community flood issues.

The City of Tillamook Flood Mitigation Action Plan provides information, goals, and recommendations to assist the City in planning for growth and protecting existing and

new development from future flood damages, and is designed to assist the City in these on-going efforts to minimize the effects of flooding while enhancing the City's economic, social, and ecological attributes.

The flood mitigation goals, developed with the Tillamook Flood Mitigation Plan Steering Committee, are statements of desired outcomes for reducing community risk to floods. The goals take into account input from public workshops. The goals and the public participation process strengthen the value of this flood mitigation plan and may assist in meeting criteria for applications to state and federal funding sources for flood mitigation activities.

Business Relocation

After the flood of 2006, in a coordinated effort with the County and State, a study was commenced by the City to provide information for the relocation of businesses from the designated Floodway on Highway 101 to commercially and industrially zoned properties located elsewhere in the City. The City took on the task of preparing a packet of information for those businesses that were interested in relocating. The City will then be able to use this information to inform property owners, interested parties and governmental entities where property for potential redevelopment opportunities is available in the City of Tillamook.

This study and reports are mentioned again in Chapter 10, Economy, and further examined in terms of buildable lands and the availability of land for commercial and industrial development. Relocating businesses off of 101 is one of the local efforts to minimize flooding and to assist Tillamook in becoming a disaster resistant community.

Federal Flood Insurance Programs

The NFIP is a federal program administered by FEMA. The function of the NFIP is to provide flood insurance to homes and businesses located in floodplains at a reasonable cost, and to encourage the location of new development out of the floodplain. The program maps flood risk areas, and requires local implementation to reduce the risk, primarily through restricting new development in floodways and floodplains. The maps are known as Flood Insurance Rate Maps (FIRM).

Another program under the NFIP is the Community Rating System (CRS). This voluntary program recognizes and rewards local efforts that go beyond the minimum standards of the NFIP. This recognition is in the form of reduced flood insurance premiums for communities that adopt such standards. The Community Rating System encourages voluntary community activities that reduce flood losses, facilitate accurate insurance ratings, and promote flood insurance awareness. Currently, the City of Tillamook is participating in the CRS program.

Other Natural Hazards

Tillamook also has a risk of natural hazards from Climate Change, Coastal Erosion, El Nino, Landslide, Debris Flow, La Nina, Drought, Earthquake, Tsunamis, Wildland Urban

Interface Fire, Windstorms, and Winter Storms. Tillamook has a risk of catastrophic earthquake and tsunami. The last significant distant Tsunami event was recorded on January 26, 1700. The most recent distant Tsunami event was March 11, 2011. Flooding, El Nino, Landslide, Debris Flow, La Nina, Windstorms, and Winter Storms have historically occurred frequently.

These other natural hazards that could affect the City and its residents are identified in the Tillamook County Hazard Mitigation Plan. The Tillamook County Hazard Mitigation Plan includes all of the communities in the County and is the direction that the City will adopt to recognize these other natural hazard.

Goals for Natural Disasters and Hazards and Flood Mitigation

“To protect life and property from natural disasters and hazards.”

“Preserve Natural Areas Related to Flooding.”

“Coordinate and Enhance Emergency Services.”

“Improve Structural Projects.”

“Enhance and Promote Public Education.”

“Improve and Promote Partnerships, Coordination, and Implementation.”

Objective for Natural Disasters and Hazards and Flood Mitigation: To maintain damage or loss of life and property caused by natural hazards in the Tillamook area by carefully managing development and redevelopment in areas subject to natural hazards.

Policies for Natural Disasters and Hazards and Flood Mitigation

Policy C-39: Development may take place within areas of natural hazards only if appropriate safeguards are provided to protect the property in question as well as adjacent properties, from damage. A developer shall assume the burden of proof that a development project is appropriate in this regard.

Policy C-40: In all areas of flood hazard the requirements of the National Flood Insurance Program will be adhered to.

Policy C-41: Flood plain and Floodway overlay zoning for all hazard areas will be applied by the City in terms of the Flood Hazard Overlay (FHO District) in the City Zoning Ordinance; building permits will be reviewed to insure that necessary requirements of structures are met. The purpose shall be to promote the public health, safety, and general welfare, and to minimize public and private losses due to flood conditions in specific areas. The legislature of the State of Oregon has in ORS Chapter 227 delegated the responsibility to local governmental units to adopt regulations designed to promote the public health, safety, and general welfare of its citizenry.

Policy C-42: Natural hazards that could result from new developments, such as runoff from new buildings, paving projects and/or soil slippage due to weak foundation soils, that has the potential to have adverse impacts and a cumulative effect on property owners downstream, will be considered and evaluated. Measures that prevent or minimize the extent of the natural hazard, adverse impacts and cumulative effects on property owners downstream shall be provided for. Such natural hazards, adverse impacts and cumulative effects on property owners downstream shall be considered in evaluating zone changes, conditional uses, site plans, variances, and in issuing building permits.

Policy C-43: All estuaries in Tillamook City shall be maintained so as to not restrict water flows. Tillamook City shall develop and help coordinate a plan to clean and maintain all estuaries in the Tillamook area with Tillamook County, the Port of Tillamook Bay, the Port of Bay City, and any other affected agencies. These activities shall be centered around the task of minimizing flood conditions for areas adjacent to the estuarine areas.

Policy C-44: All water bodies within the City of Tillamook shall be maintained free and clear of all obstructions by the appropriate landowner with coordination between the property owner and DSL, ACE, and ODFW.

Policy C-45: The city will discourage residential, commercial and industrial development in the identified floodway, but will consider the fiscal ramifications of “takings” issues.

Policy C-46: Any new development within the floodplains shall be designed to avoid damage from flooding and to minimize the damage potential to other developments or properties.

Policy C-47: The city will promote increased public awareness of flood hazards and how to deal with them.

Policy C-48: The City shall enforce the Flood Hazard Development Ordinance (Ordinance No. 971), and the Flood Hazard Overlay District as listed in Ordinance #979, and promote flood control measures that help minimize flood hazards and are environmentally sound.

Policy C-49: The city will cooperate with the Tillamook County Office of Emergency Management Office and other agencies working to protect life and property from natural disasters and hazards.

Policy C-50: The city will promote flood control measures that help minimize flood hazards and are environmentally sound and encourage the continued practice of feasibility studies conducted by the County Sanitarians on proposed sites for septic system installation outside the City Limits but inside the Urban Growth Area where city services are not available.